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TAGS: [UNGA](#) [ENRG](#) [ZK](#) [EPET](#) [PREL](#)

SUBJECT: INSTRUCTIONS: TURKMENISTAN'S UNGA RESOLUTION ON PIPELINE SECURITY

REF: A. USUN NY 865

[¶B.](#) ASHGABAT 1243

[¶1.](#) This is an Action Request (see paragraphs 3 and 4) containing instructions for USUN (reftel A) during discussion of the Turkmen's proposed UN General Assembly (GA) Resolution entitled "Reliable and stable transit of energy and its role in ensuring stable economic development and international cooperation."

[¶2.](#) Background:
Turkmenistan has approached the U.S. via Diplomatic Note and in direct meetings to seek support for its resolution on pipeline security entitled "Reliable Transit of energy and its role ensuring stable economic development and international cooperation" (text in paragraph 7). Some UN sources have indicated that Turkmenistan intends to use this resolution to lay the groundwork for a UN convention on energy transit security, although that remains unconfirmed. The current draft resolution presents the subject of pipeline security as mainly a regional (Central Asian) issue and "welcomes" a Turkmen-sponsored conference of energy-producing and energy-transporting countries to be held this fall. We understand that Russia has already agreed to participate and deliver remarks at this conference. One informal negotiation on this resolution will be held on October 31, during which other delegations may introduce additional language.

[¶3.](#) USG Position:
Energy and pipeline security are important issues for the international community and the U.S. wants to show support for this issue and for vulnerable energy transit states. We would also like to support Turkmenistan in assuming a more visible, proactive role at the United Nations. The U.S. welcomes the Turkmen-sponsored conference on secure transportation of energy to international markets, provided that no assessed UN budget resources are used. At the same time, we have some concerns (paragraph 4 below) about the degree to which we offer support within the UN resolution process. The USG appreciates the Turkmen's efforts, and would like to facilitate a consensus resolution. However, we cannot become co-sponsors of the resolution at this time.

[¶4.](#) USG Concerns:
Although a UN General Assembly resolution will generate dialogue on the subject of energy security, it is unlikely that it would produce practical global solutions. In its current form, the proposed resolution is fairly innocuous; however, the language on "extensive international cooperation" could be interpreted to refer to a broad number of initiatives, including a global treaty or convention on pipeline security, to which the U.S. is opposed. The resolution's call for cooperation on reliable pipeline transport is presumably against destructive military or terrorist action, but also could have some sensitive regional political and economic undertones, including a subtle dig at Russian control of

pipelines. Additionally, informal negotiations could alter the current content making the resolution unpalatable to the U.S. Opening a regionally-focused topic to international negotiation in the UNGA makes it even more vulnerable to attempts to water down the language or otherwise alter it to the point that it loses any link to its original intent. Further, early USG co-sponsorship for such a resolution could be detrimental or polarizing by deterring other potential supporters who are less friendly with the U.S. or inviting controversial language amendments from U.S. detractors. Also, we do not regard this as the beginning of a process that would permanently add this issue to the UNGA agenda, generate UN Secretariat reports, or lead to a more detailed and potentially binding agreement.

¶ 15. USUN should not/not co-sponsor the Turkmen's resolution at this time. USUN is instructed to join consensus on this resolution if the text is not amended during negotiations. USUN is instructed to engage positively in negotiations on the resolution content to help ensure an acceptable outcome as close to the original text as possible and reflecting the positions in paragraphs 3 and 4. USUN should fight against language seeking to create an annual agenda item on the topic, generate UN reports, or lead to a more detailed or potentially binding agreement. Further, USUN should ensure that no assessed UN budget resources are called for in this resolution. USUN should express opposition to any UN treaty on transportation and pipeline security if it is discussed.

¶ 16. USUN may wish to draw from the following points:

-- The U.S. applauds Turkmenistan's efforts to engage more actively in the UN and generally supports Turkmenistan's initiative on pipeline security, an important issue for the international community to address in the context of global energy security.

-- We look forward to engaging productively in negotiations on the draft resolution. We support the resolution's intent and will continue to consider co-sponsorship. We will work with Turkmenistan and other member states to achieve a successful consensus outcome.

-- At the same time, given the narrow regional focus of this issue and the draft resolution, we would also encourage Turkmenistan to bring this to the appropriate UN Regional Economic Commissions, either the Economic Commission for Europe (ECE) or the Economic and Social Commission for Asia and the Pacific (ESCAP) for study and debate.

-- We would also counsel Turkmenistan to discuss its strategies with the Azerbaijanis, who had difficulty this year building consensus around a seemingly non-controversial and well-intentioned resolution on the Extractive Industry Transparency Initiative (EITI). We hope that this negotiation will be less controversial, allowing consensus on the resolution in as close to its current form as possible.

-- (IF RAISED) We do not believe that U.S. co-sponsorship of this resolution at this time would help you achieve your objective. Open and active U.S. support in this case could well attract negative attention and motivate others to take the resolution in the wrong direction.

¶ 17. Resolution Text:

Reliable and stable transit of energy and its role in ensuring sustainable development and international cooperation

The General Assembly,

Bearing in mind the growing role of the transit of energy

in global processes,

Recognizing the importance of Central Asia and all other transportation and communication hubs and their vital role in production of energy and its transportation to international markets,

Noting that stable, efficient and reliable energy transportation, as a key factor of sustainable development, is in the interest of the entire international community.

Reiterating the principles of the Rio Declaration on Environment and Development and of Agenda 21 and recalling the recommendations and conclusions contained in the Plan of Implementation of the World Summit on Sustainable Development concerning energy for sustainable development,

Welcoming initiatives that aim to improve access to reliable, affordable, economically viable, socially acceptable and environmentally sound energy services for sustainable development in order to contribute to the achievement of the internationally agreed goals, including the Millennium Development Goals,

¶11. Welcomes international cooperation in developing transportation systems and pipelines;

¶12. Recognizes the need for extensive international cooperation in determining ways of ensuring the reliable transportation of energy to internationsl markets through pipelines and other transportation systems;

¶13. Welcomes the initiative of Turkmenistan to convene in 2009 a high-level international conference to discuss the issue of ensuring the reliable and stable transportation of energy to international markets.

End resolution text.
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